

# THE ALBERTA MUNICIPAL Counsellor



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## A VERY HAPPY NEW YEAR ONCE MORE

### OFFICIALS REVIEW PAST YEAR

... GRATIFYING ... GOOD ... BUSY-BUSY

The twelve months of 1963 saw continued harmony between the Department and the municipalities of Alberta, according to year-end reviews by A.W. Morrison and other departmental officials. A marked increase of work accomplished was also reported by several branch heads. Comments relating to the activities of the Department follow:

#### DEPUTY MINISTER'S OFFICE:

For a brief summary of 1963, I have no hesitation in saying it has been a busy year and one of gratifying progress for the Department of Municipal Affairs. As the reports below indicate, the branches of the Department have had a busy twelve months and have accomplished an amount of work which can only be described as most satisfactory.



In regard to the municipal scene, relations of the municipalities with the Department have continued to be most cordial and in general the results achieved by local authorities throughout Alberta leave little room for criticism.

On behalf of the Department I would like to thank the mayors, reeves, councillors, secretary-treasurers and others for their cooperation and for their contribution in administering the municipal affairs of the Province. It has been a real pleasure to work with them.

I look forward to another successful year in 1964.

o A.W. Morrison, Deputy Minister

#### PLANNING BRANCH:

1963 witnessed the coming into force of the much heralded new Planning Act. This took place on August 1st. Shortly afterwards the new Subdivision and Transfer Regulation (deriving its powers from the Act) was promulgated by the Lieutenant Governor in Council (The new Planning Act was reported in the April and July issues of the COUNSELLOR.)

During the year the Provincial Planning Board held an unprecedented number of meetings. Notwithstanding the great number of appeals made to the Board, both on developmental and subdivision applications, the Board was able to continue its policy of holding public meetings in all regions of the Province. These "field" trips enabled the Board to inspect the property involved in any appeal.

As in previous years, the Board approved many new zoning and interim development by-laws, or amendments to same. Several hundred decisions were rendered on general planning matters.

The Board again recommended payment of 50% of approved operating budgets of Alberta's Regional Planning Commissions this year in excess of \$200,000. Grants toward special projects proposed by the Commissions (as against operational grants) were recommended for payment only when such projects were actually completed.

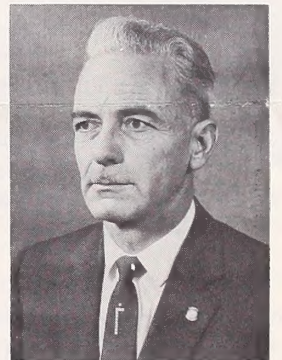
Also throughout the year, continuing planning and developmental advice was given to municipalities requesting same, with particular emphasis on the improvement districts in which developmental problems are increasing in number and complexity. (To Page 6)



### ROSS ELLIS TOWN ADMINISTRATOR

### CASH POLICY FOR HIGH RIVER

A policy of developing major long term projects under a system of pay-as-you-go budgeting has been adopted by the Town of High River, according to Ross L. Ellis, former Mayor and now full-time Town Administrator. Addressing a local service club early in December, Mr. Ellis said the policy of council is to forecast plans for street work, sewer and water extensions or general development to cover a period of approximately five years with the work being financed out of current revenues. He saw this as removing the need for issuing debentures which he said more than doubled the original cost of any projects undertaken. Observers saw in the plan a continuation of a program which worked with marked success when High River completed installation of a swimming pool last year.



ROSS L. ELLIS

Town Administrator Ross Laird Ellis vacated the mayoralty chair on September 9, 1963, and was appointed to his new position the following day. First elected a member of the town council in 1947, he served as Mayor beginning in February of 1951 and during the sixteen year period as Councillor and Mayor, his election to civic office was never contested.

Mr. Ellis was born June 15, 1915, on a farm in the High River district. Educated in town schools, he took up farming until his enlistment in the army in 1939. At that time he joined the Calgary Highlanders and on discharge in 1945 was in command of the 5th Canadian Infantry Brigade with the rank of lieutenant-colonel. (To Page 6)

### ALBERTA'S SHARE 29 MILLIONS

### FUND HELPS WINTER WORKS

Full utilization of the provisions of the new \$400,000,000 Federal-Municipal Development fund and the Winter Works Incentive program was described recently by W.D. Isbister as stimulating and beneficial. Mr. Isbister, Assistant Chief Municipal Inspector and the man in charge of processing Winter Works applications for the Provincial Government, saw neither duplication nor conflict between the two programs. "On the contrary," he said, "I think they can be meshed together very well and will no doubt have a stimulating effect on the economy of any municipality that takes advantage of the benefits provided under them."

Provisions of the Federal-Municipal Development fund were announced this fall, whereas the Winter Works Incentive plan has been in operation since October, 1958. Both are designed to improve conditions of employment, with the older program aimed at encouraging greater activity during the winter season, specifically by helping to counteract the somewhat higher costs involved in winter construction.

As a special inducement under the Winter Works Incentive Program, the Federal Government pays 50% of the labor costs of approved projects with the Provincial Government picking up an additional 25% of the costs of labor. This leaves local authorities with a balance of 25% of the labor as well as the total of other costs involved. (To Page 6)



THE SECOND PAGE . . .

o By Minnie Louise Haskins

AT THE GATE OF THE YEAR

And I said to the man  
who stood at the gate of the year:  
"Give me a light  
that I may tread safely into the unknown".  
And he replied:  
"Go out into the darkness  
and put your hand into the Hand of God.  
That shall be to you better than light  
and safer than a known way."  
So I went forth,  
and finding the Hand of God,  
trod gladly into the night.  
And He led me towards the hills  
and the breaking of day  
in the lone East.  
o From "God Knows" (1908)

REMINISCENCES OF 1963

As we grow older, some of us may find ourselves treating the past with growing tenderness. Even the twelve months of 1963 may already be assuming a nostalgic quality which in the extreme will distort the events of the year. Memories are for cherishing, of course; but they should be kept in their place. Reminiscing is an art to be practiced, like all things, in moderation . . . if only because the time saved could be used for more important effort.



Time passes all too rapidly. Anyone (over thirty) questioning this old chestnut might recall that early Christmas morning when the late King George quoted Miss Haskins' beautiful lines in his Christmas message to the Commonwealth, then four months deep in the Hitler War. That was twenty-four years ago. To us (over fifty) it doesn't seem that long.

Of the highlights which have occurred more recently, let us first observe in general terms that we've had quite a remarkable year. To wit: The abundance of our crops and the optimism of our budgeting. The clemency of our weather which seasoned most of the year. The net growth of our population. The sale of our wheat to Russia. The number and the results of our general elections.

Most if not all of these are on the credit side. On the other . . . and this too depends on one's point of view . . . there were many noteworthy events also. For example, not long ago we learned (if we are to believe our television screens) that decisions influencing the fate of humans and indeed of humanity are now being made by electronic gadgets. We have come much further in automation (the techniques by which data processing computers and punch cards control everything) than some of us had bargained for; and at this stage we can only be warned to speak of such devices with utmost respect . . . since they are said to possess uncanny memories.

About this same time we might have noticed on our financial pages a small report telling us something about a new international monetary system ready to come off the drawing boards!

And late in November there came those other days that will live in infamy, when we watched details surrounding the fourth assassination of an American President.

These then are some of the events that made up 1963 as we trod precariously towards the hills and the breaking of the day in the lone East.

Not many living them will claim to understand them.  
Fewer still will use them for reminiscing.

\* \* \* \* \*  
Kind hearts are more than coronets  
And simple faith than Norman blood.  
o Tennyson

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# A FEW POINTS ABOUT MUNICIPAL PROGRESS

BY HON. A. J. HOOKE  
MINISTER OF MUNICIPAL AFFAIRS

EXCERPTS FROM THE MINISTER'S ADDRESS TO THE CONVENTION OF THE ALBERTA  
ASSOCIATION OF MUNICIPAL DISTRICTS AND COUNTIES IN NOVEMBER

It is usual when I speak to delegates at a municipal convention for them to expect there will be some announcements of Government policy changes; but at this moment I have no such announcements to make. However, to begin with I should like to discuss a few points with you to indicate some of the thinking that has been going on very largely in my own mind and discussed briefly with our good Deputy, Mr. Morrison. They have not as yet been tossed into the agenda for discussion by our Provincial Municipal Advisory Committee.

One such point is the election of councillors. Today, as you know, we nominate and elect in divisions. We have 3-year terms of office but starting from the commencement of the setting up of an area they are staggered in 1-, 2- and 3-year terms. This has gone on for a long time and we take it for granted, and seem to think that perhaps there is nothing better. Sitting where I sit I hear many complaints from people of how they are mistreated by municipal councils or secretaries. If anyone has a complaint against his council it turns up on Angus Morrison's desk or on mine. Often when we run them down we find they are more imaginary than real. Nevertheless there is one statement that is made repeatedly.

When we say to them, "Well, if you don't like your council why don't you vote it out?", their answer always is, "How can we? All we have an opportunity of doing is voting one man in a division and that doesn't change anything. We could change him but that doesn't change the council." I wonder if you have ever given any thought to having all of the members elected at one time, and all of them retired at one time. Some are going to say that that would be awful as it would eliminate continuity; others are going to see merit in it. The City of Edmonton has embarked on the policy of having all elected officials retire at the same time, and they have decided upon a 2-year term of office. Maybe there is some advantage. At least there is merit in having a look at it. Did you ever think that there might be some merit in having elections at large, instead of by divisions? There are some good arguments for it and there are no doubt some against it.

I can mention one against it which would come up immediately. Suppose we have 7 Divisions and 3 candidates running in each division; you would have a ballot with 21 names on it and you may choose 7 people, all of them from 3 divisions. Some divisions would therefore have no representation on Council. On the other hand, you may say "Is that necessarily bad?" It does not have to be if you have the right men. Then another suggestion which I think is worthy of some thought is whether or not we shouldn't at least elect the reeve at large and continue to elect the councillors as we do today by division. The reeve would not necessarily represent a division at all. Another thing which I am sure would help to take democracy to the people would be to follow a policy of holding council meetings in different places. We are finding at the Provincial Government level that it is being well accepted when committees of the Cabinet go out to various points and hold meetings. With the size of our municipalities today there are many people who never get to headquarters, who don't have an opportunity of sitting down and getting properly acquainted with you fellows, who perhaps have never seen the reeve, or have never seen any other member but their own. It may not be a bad idea to endeavor during the course of the year to hold a meeting or two in different places other than the one where your headquarters happens to be.

\* \* \* \*

## QUESTION of ASSESSMENTS

Now as to the question of assessments. This is one subject which has given the Department cause for much study over the years, and you know that we have been endeavoring to come to the place where assessments would be made on the same basis in all areas of the Province.

Equalized assessment came into being at the time the hospitalization plan came in. Since that time we have given a great deal of thought to equalized assessment. You also know that many of our municipalities have been using the new Manual and assessing on its basis. We were hopeful that the time would come when we could use the new Manual as the basis for equalized assessment too and we feel as a committee, that perhaps that time has come. Consequently we will be

making recommendations to the Government before this forthcoming session. We will be recommending that the basis for equalized assessment be altered to correspond to the new Manual. We are also going to suggest that there be a year's lapse. In other words, we would accept the equalized assessment of last year for this year's taxes and grants, etc., so that we can get away from the discrepancies that occur when so many applications are made for revisions.

I am not going to say any more about that at the moment, except to point out what the result would be in the total equalized assessment of the Province if this takes place. At the time of the meeting of the members of the Legislature a few weeks ago, it was reported in the press that I had made the statement of our caucus that the education mill rate of 32 would be lowered next year. Now the impression which was given in the paper at the time was that equalized assessment would remain on its present basis and that the amount requisitioned for educational purposes and hospitalization purposes from our people would be less than at present. That isn't what I said.

What I did indicate was that the basis upon which the equalized assessment would be calculated could in all probability be the basis set out in the new Manual in which case, instead of having an equalized assessment of a billion eight hundred million for the province, the equalized assessment would rise to two billion six hundred and forty-nine million. This means that in order to raise the amount of money which was called for last year, the mill rate could drop from 32 to 22 or thereabouts. I think it would be desirable to get to the place as soon as possible where equalized assessment and actual assessment are the same.

## THREE NEW COUNTIES

This year we will have three new counties coming into operation: Vermilion River, Leduc and Lethbridge. We are getting counties a few at a time, but are still hoping that the remaining municipal districts will come along and ask for county status, too. With the formation of these three we will have 26 in all, leaving 22 municipal districts. Of the 22 only 14 are co-terminus and 4 of the 8 that are left are very tiny (being the old 9-township municipality) and consequently it will be a long time before we see county status there. After January 1st, 1964, we will have the majority of our Province on county status and I certainly like to see it, if for no other reason than the one I have mentioned so often, - better control over educational expenditures.

\* \* \* \*

In connection with education there is one thing which has given concern in our counties and that is town and village representation on the school committee. Your Provincial Municipal Advisory Committee has some recommendations which they want to make but this is a subject which I would like to leave for a discussion led by Mr. McKay who is the Deputy Chairman of our Committee. There has already been some discussion with the School Trustees Association along the lines that he will be taking. The discussion was led by Dr. Swift, the Deputy Minister of Education, and Angus Morrison of our own Department.

Speaking of our Committee I want to reiterate that this Committee is doing a most worthwhile job for all of you and for the Government. We have been most fortunate in the membership of the Committee. I can especially mention the rural membership. You have been able to maintain the same two men from the inception of the Committee and I know that you couldn't have two finer men working for you than Mickey McKay and Gordon Moyer.

\* \* \* \*

## MUNICIPALITIES' ASSISTANCE GRANT

Now I would like to say a word or two about the Municipalities' Assistance Grant. I know you would all be pleased if I could tell you that it is going to be doubled and I know that you are going to be asking at least that it be increased. You know something of its history. When it first came in, it was a matter of paying to our municipalities an amount of money which, in total, was one half the gasoline tax of the province. This grant could be spent by them for any purpose whatsoever. It was paid to each municipality according to a formula in which population played a major part.

(To Page 5)



From The FINANCIAL POST

# THE COUNCIL-MANAGER SYSTEM

BY FRANK OXLEY

More municipalities are hiring town or city managers to see that council policies are carried out. Here's a fast-moving article that will help to tell us why.

A growing trend toward the use of city managers offers more exciting opportunities to young Canadian men interested in local government -- and they don't have to run for election.

The rewards? The satisfaction of being chief administrator of an urban centre with all its complexities and the needs and desires of its citizens. Financial rewards are attractive: up to \$20,000 annually and more.

Canada currently doesn't offer much academic tuition for such a career although a young Canadian wouldn't have to go very far south to take a postgraduate course in civic administration.

Certain Canadian universities do offer limited tuition in the arts and skills of local government, but no serious attempt has been made as yet to fill the gap -- and there's a noticeable shortage of trained people.

George S. Mooney, executive director of the Canadian Federation of Mayors and Municipalities, said:

"To the best of my knowledge, there is no integrated course in Canada which would lead to the knowledge required of an able city manager. As a matter of fact, I know of no co-ordinated curriculum in any Canadian university aimed at producing people trained for public service, let alone administration."

Mooney says, however, that whatever academic training a student might acquire either here or elsewhere, "there is still no substitute for the simple act of entering local government in a humble capacity and learning by doing."

The council-manager (CM) form of local government is gaining ground throughout the world. In North America, 1,891 administrations use the CM plan, 1,821 in the continental U.S., one in Puerto Rico, and 69 in Canada (46 are in Quebec).

Overseas, there are 1,732 CM communities in West Germany, Ireland, Norway, Sweden and Finland. The system is being considered in Nigeria and Iran. Clearly, this unique form of local government is finding new adherents rapidly: 364 manager appointments were made in North America last year compared with 312 in 1961.

What is the CM system? How does it work? Whatever it replaces, does it do so advantageously? Does it create a municipal dictatorship, or simply introduce the efficiency of well-run private business into the hurdy-gurdy of local politics? If such efficiency does become manifest, is it at the expense of democracy?

Because democracy itself is not -- and never can be -- perfect, it follows that no form of local government can be perfect. But a large number of intelligent people in Canada and abroad believe the CM system comes as close to perfection as is necessary for small to medium-size communities -- so long as the city manager is a person of the highest calibre.

The CM system means this:  
o Voters elect their representatives to council and council appoints a skilled administrator as city manager. Usually he holds the job "during the pleasure of council", meaning he had no written contract. This suits both sides. If he doesn't do a good job, he can be fired. If he does do a good job, the council would be foolish to get rid of him.

o Council then functions as it is supposed to function: meeting regularly, debating problems, and creating policy for the city.

o The city manager puts these policies into effect. He is the direct link between the elected policy-makers and the people who do the physical work of running the city, the department heads and employees.

o He hires and fires, prepares and administers the budget, makes recommendations and supplies information to the council, and co-ordinates the work of the civic departments. He strives to achieve economies and improve efficiency, and aims at a truly amicable relationship between trade unions and the municipality.

A city manager can be compared with the executive vice-president of a private company, although the comparison is not perfect.

Private enterprise has to create and sell a service or product and make a profit to keep its shareholders happy and provide for future growth.

A municipal corporation, on the other hand, must decide on the needs of its area, estimate how much money is required, and levy taxes to provide its funds.

In this comparison, the voters are the shareholders. They elect a board of directors (the city council) and also a president (the mayor).

Usually, one man becomes the executive arm of a company board of directors, and most likely he will be called the executive vice-president. This is, in effect, what a city manager becomes -- with one important proviso: unlike most private company executive vice-presidents, he has no vote when policy is created.

This is the salient answer given to critics of the CM system who claim it dilutes the democratic process in favor of one-man rule.

"If all administrative authority is placed into his hands and his alone," these critics say, "then you will end up with an elected council which has little or no knowledge of administration, but is merely a rubber stamp for the city manager's schemes and ideas." \* \* \*

In fact, the answer to this must be found in one direction: the calibre and personal integrity of the city manager himself. If he holds fast to the ideals behind the CM system, he will ignore politics completely.

He will remain aloof to the blandishments of politicians and influential citizens with personal axes to grind. He will hire and fire without fear or favor, and he always will bow to the policy decision of his council and implement those decisions as best he can.

## NOTICE TO VOTERS

\* \* \* The City Manager system means this: Voters elect their representatives to council and council appoints a skilled administrator as City Manager. Council then functions as it is supposed to function: meeting regularly, debating problems and creating policy for the city.

The City Manager puts these policies into effect. He is the direct link between the elected policy-makers and the people who do the physical work of running the city, the department heads and employees. \* \* \*

Duties of a City Manager, broadly stated, generally include:

- (1) To see that all laws and ordinances are enforced.
- (2) To appoint and remove department heads and employees on the basis of merit and to exercise control and supervision over all departments, if such powers are delegated by council.
- (3) To make such recommendations to the council concerning the affairs of the city as may seem to him to be desirable.
- (4) To keep the council advised of the financial condition and future needs of the city.
- (5) To prepare and submit the annual budget to the council.
- (6) To prepare and submit to the council such reports as may be required by that body.
- (7) To keep the public informed, through reports to the council, regarding the operations of the city government.

In addition, the City Manager is to perform such other duties as may be required of him by ordinance or by resolution of council.

The most important single qualification for a City Manager is that he must have management ability. City councils should realize that they are not selecting a man to fill an engineering position or a financial position but rather a top management job. In short, a City Manager should not be a technician or specialist, concentrating on a single phase of city operations, but rather a "generalist" capable of directing many and diverse activities.

\* \* \* \* \*

(Note: The above text was taken from an advertisement circulated in the City of Camrose for the information of the electorate prior to the civic elections last October. The by-law authorizing the adoption of the City Manager system for Camrose was approved by a strong majority.)



A FEW POINTS ABOUT MUNICIPAL PROGRESS

(From Page 3)

It has been sugges-

ted that because there have been increases in some urban municipalities in the last few years, that the rurals seem to be getting the poor end of the deal, that you have been getting smaller and smaller grants while the grants to the urban centres have been increased. I should just mention to you that in 1963 two of the ten cities had less than they had before, 44 of the 91 towns, 103 of the 158 villages, 19 of the 23 counties, 22 of the 25 municipalities, 31 of the 50 improvement districts. I don't know if that makes you feel any better or not because yours was decreased but at least you know that it has been decreased in other places.

In 1957 one half of the gasoline tax came to about eleven millions of dollars. In 1958 you will remember that the Government decided to increase this to fifteen million dollars and to hold it at that figure for a while. Everybody was happy about it because \$15,000,000 exceeded 50% of the gasoline tax revenue by about four millions. The per capita in 1958 was \$12.58 but because it has remained at fifteen millions the per capita now is about \$10.56. For some years the fifteen millions represented more than one half the gasoline tax but the time came when one half the gasoline tax exceeded the fifteen millions. So in 1963, were we still using one half the gasoline tax, the amount of money which would have been distributed by this grant would have been approximately seventeen million six hundred thousand. I can't say at this moment whether or not a change will be made, naturally. But I do think personally that perhaps the formula of one half the gasoline tax would be a good formula to strive for, to go back to it and stay with it. Certainly each year we could expect a moderate increase but if we should run into bad economic conditions and the Province received a setback, the municipalities would likewise share it. So it does seem to me to be sensible that perhaps we ought to do just that.

Keep in mind that I cannot at this moment commit the Government to such a proposal.

RURAL PAVING PROGRAM

Another thing that has come to our attention is the desire on the part of rural municipalities to go into a program of paving. You argue that as gravel is costly and scarce, it is going to be more beneficial for you to embark upon a paving program. But I am a little concerned about your asking that you be permitted to issue debentures far in excess of what you can issue debentures for today. I think it might be well if we considered making a change in our legislation to permit you to do the same as towns and villages can do, that is to borrow up to 20% of your assessment, but I don't think we should go beyond this nor do I think we ought to be considering issuing 25 year debentures for the purpose of building roads. I haven't forgotten myself that we are still paying for bonds issued by the Government for building the original Calgary-Edmonton highway which has gone into disuse long, long ago. When you have something which wears out as fast as a road I think at least the mortgage should be paid off by the time the asset is worn out. I think we ought to have a good hard look at what we are asking. I am all in favor of seeing our roads paved, as once they are paved the upkeep on them is less. But I don't think we should go overboard in what we are asking. I would rather see our legislation amended in such a way that it is possible for you to build up a reserve fund ahead of time and then pave your roads. Suppose you borrow a million dollars for road paving, you are going to be paying interest on this loan for 20 years, and even at 5% the road you build will cost \$2,000,000. If we run into a repetition of 1929-39 you could be bankrupt.

Wouldn't it be far better to engage in a pay-as-you-go program? Many of you have been doing it for the most part, but let's build up reserves ahead the same as the Province has done, and then use those reserves for paving. If you run into bad times, at least you haven't got that debt hanging around your neck. It is so easy for us to forget, especially when times are good, and we all have a tendency to run rampant into excessive spending.

PROPERTY TAXES

Talking about debt, and about spending, brings me to the point I should like to spend a little time on this morning. I have in my hand clippings which I have taken from the press over the last year or so. I should like to refer to some of them.

November 7th - "Property Tax Halt would be Harmful". Mr. Aalborg is credited with having made this statement. "Elimination of property taxes that helps pay education costs would weaken local government and destroy local autonomy in school affairs" and so it goes.

"The ASTA members concurred with a request made by Mr. Aalborg that they hold off any suggestion for some new form of taxation

JOHN FITZGERALD KENNEDY

All generous hearts lament the leader killed,  
The young chief with the smile, the radiant face,  
The winning way that turned a wondrous race  
Into sublimer pathways, leading on.  
Grant to us life that though the man be gone,  
The promise of his spirit be fulfilled.

o John Masfield

for some time, until the findings of the committee which has been established and which is going to give at least a year's study to government revenues and government expenditures are known". When I say 'government' I mean provincial and municipal alike. "A motion asking that property tax resources to the Foundation Program be augmented by a surtax on income tax or some other non-property tax was defeated in business sessions later. Then Mr. Aalborg went on to talk about the addition in our educational system of vocational schools, and pointed out that 49 millions of dollars had been expended in the last year or two providing ourselves with vocational schools".

Naturally when the Federal government came along and said they would finance 75% of the capital costs of these schools many people throughout the Province said "Let's have one" and the result has been that about 50 millions of dollars has been spent by the Federal and Provincial Governments to provide these schools. Now, of course, we find they have to be operated and in operating them it is going to take more money. More money must come from somewhere. Everybody is saying more money is what we need for education. Very few people are saying let's take a good look and see if we are getting our dollar's worth for every dollar we spend. And that's where I can make myself most unpopular because I harp away at it all the time and I am quite convinced that it is the one place we have to take a darned good look. Whether or not we are getting a dollar value for a dollar spent, and whether we aren't overspending in many places.

SCHOOL FOUNDATION PROGRAM

May 15th, 1963 - "City School Board member scores the Foundation Program". "The Foundation Program for education was denounced Tuesday night as inadequate, ill-considered and unrealistic". Now the man who was reported to have made this statement has said this from the very beginning but he is about the only man in the Province of Alberta, thank goodness, who insists that that is so. I have never heard from any quarter in the Province of Alberta since the Foundation Program went into operation that there is something wrong with its principle. It has been so well accepted that other provinces are taking a look at it and in many places they are recommending copying it for themselves. The article says "He (the school board member) tore a strip off the officials of the Foundation Program and the Alberta Municipal Financing Corporation as the board tried to meet a way to raise \$674,000 to meet the 1963 building program". Now there are some points in here that I do want to repeat and they are very pertinent to what I have to say. "The program which encompasses additions, renovations and new structure in 9 areas in the District will cost 4 million 316 thousand 700 dollars but the Foundation Program does not supply the four million three but it does supply the three million six. We will approve the difference in cost and slough it off on the rate payers and by the time we borrow the money and pay it back over a period of 15-20 years it will cost more than the \$674,000". I say to you, ladies and gentlemen, that if the City of Edmonton wants schools far beyond what the school foundation program provides, then who in the world else but the citizens of Edmonton ought to pay it?

\* \* \* \*

Out where I live in Sherwood Park, the Separate School Board has just built a building which cost them \$11 per square foot. If it's good enough for those children it is good enough for the children in the City of Edmonton. I say if we want to be extravagant that's fine, but don't ask the people all over Alberta to pay for the extravagances of the few in any one particular place.

PUBLISHERS STATEMENT

Now some people say we are living far beyond our means and I was very happy to pick up the Journal and find that its Publisher coming out with some very strong statements along this same line and I compliment Mr. Dean for what he has had to say. \* \* \* \* On the issue of educational finance he called for reform of the present basis of educational taxation in Alberta and the country as a whole. He termed present methods wrong in principle and inadequate in practice. Property taxes should not be used to finance education, he said, citing education as a function which is required, not by property owners as a class, but as a society as a whole. Now I have argued the same thing myself on many occasions. There does not seem a (To Page 7)



OFFICIALS REVIEW PAST YEAR  
(From Page 1)

1963 saw the beginning of a comprehensive study of economic and social growth of the Bonnyville and St. Paul districts of the Province. It is anticipated that this comprehensive study may take a year and a half to two years to complete.

o Noel Dant, Director of Town and Rural Planning

PERSONNEL OFFICE:

Although we had another busy year 1963 did see a slight leveling off. We handled 32 appointments and 34 resignations, the total staff to date being 344.

The conversion to the computer is almost complete and much time was spent on the completion of various forms because each personnel transaction must be recorded in the Data Processing Centre records.

During the past year the role of the Personnel Officer has become more important with the administration of Personnel policies and procedures in the Department and serving in a liaison capacity between the Department, the Personnel Administration office and the Data Processing Centre.



CASH POLICY FOR HIGH RIVER  
(From Page 1)

After the war Mr. Ellis returned to High River where he engaged in the garage and car sales business, with his interest in municipal affairs resulting in his election to council a year or two later. In 1947 while on the High River council, he was elected to the executive of the Union of Alberta Municipalities and later became president of that organization.

In addition to his civic duties, Mr. Ellis served the constituency of High River as an Independent M. L. A. from 1955 to 1959, and with the inception of the Provincial-Municipal Advisory Committee in 1958, was chosen as representative of the UAM on the new Committee. He has been a member of the PMAC since that time.

While with the Canadian Army in England, Mr. Ellis married the former Marjorie Scarr of High River and Calgary, who was nursing in an army hospital overseas. They have a son Robert, 17, and a daughter, Leslie, who is two years younger.

Mr. Ellis points out that his duties as Town Administrator are similar to those of a Town Manager or a City Commissioner. He said the new post was necessary in High River so as to take some of the load off councillors and allow them to get on with the formulation of policy. This he said is the primary function of a council.

FUND HELPS WINTER WORKS  
(From Page 1)

Where money required to get a desirable capital project underway is borrowed from the Federal-Municipal Development fund, as much as 25% of the net principal amount may be cancelled by the Federal authority. It is anticipated that this "forgiveness" feature of the new program, which applies to projects completed before March 31, 1966, will have the effect of stimulating the total economy at very reasonable cost.

To illustrate the scope of participation for the three types of government, Mr. Isbister took as an example a municipality wanting to build a new fire hall valued at \$100,000 as a Winter Works project. He said the labor costs might be as much as 30% or \$30,000, of which amount the total Federal share would be \$15,000 and the Province's share \$7,500, for a total of \$22,500. The share of the municipality would then be \$77,500 and two-thirds of this sum or \$51,667 may be borrowed from the Federal-Municipal Development fund. With all conditions being fulfilled, it is possible that some \$12,900 of the total loan might eventually be cancelled.

It should be noted that at the present time municipalities borrowing from the fund are tentatively limited to \$20 per capita. It should be noted further that the involvement of the Provincial Government with money borrowed from the new fund by Alberta municipalities consists of the Local Authorities Board approving the loans as at present, with further scrutiny and certification by the Provincial Treasury Department to determine if the proposed project is in fact an undertaking which is additional to the regular capital program of the municipality.

Money allocated to the new fund has been divided among Canada's ten provinces according to their population. On this basis Alberta municipalities are reported to be eligible for a total of \$29,212,000. Provincial offices of the Central Mortgage and Housing Corporation are in charge of the administration of the fund on behalf of the Federal Government.

We were busy in 1963 and look forward to an equally busy year in 1964.

W.H. Kinsman, Personnel Officer

ASSESSMENT COMMISSION:

In 1963 the effort to maintain uniformity of assessments involved expansion of the 1959 First Edition of the Assessment Manual and continued guidance in its interpretation. A beginning was made in the involved procedure of renewing the Assessment Manual to ensure that the cost relationships therein expressed are maintained as current as



is possible and practicable. This work includes the establishment of completely new unit costs firstly to revise each and every estimate upon which the 1959 Assessment Manual classifications are based and secondly to use in the establishment of heretofore unprovided classifications. We anticipate that this new revised manual will be complete for use in general assessments to be carried out in the assessment year

1965-1966.

Assessment inspections in the interest of the Alberta Assessment Equalization Board were completed and reports submitted in respect of 4 cities, 16 towns, 39 villages and 2 national parks.

Reviews of assessment legislation and provision of information for the Provincial-Municipal Advisory Committee also required considerable attention throughout the year.

It is my belief that the progressiveness of Alberta's assessment policies is evidenced through appreciation indicated by municipal officials and particularly non-resident ratepayers with substantial industrial and commercial holdings situated throughout the Province.

Co-operation among assessors in solving mutual problems reached a new high in 1963 and perhaps an even brighter picture can be envisioned for 1964.

o J.B. Laidlaw, Assessment Commissioner

ACCOUNTS AND GENERAL ADMINISTRATION:

During 1963 the work of all sections of accounts and general administration has increased. The sections included are those handling departmental accounting, taxation in Special Areas and Improvement Districts, and Mobile Equipment Licensing.

The service of providing Land Title information to municipalities was reorganized during the year to include Cities who had previously been responsible for obtaining such information at their own expense. A copy of every title issued in both the Northern and Southern Land Registration Divisions is now forwarded to the Department where certain information is required by the Research branch. The copies are then forwarded to the municipalities concerned for their files. This service is proving beneficial to the Department and to the municipalities.



The coming year should be another busy one and we hope that it will be just as successful as the one now coming to an end.

o D.R. Watson, Secretary-Accountant

ASSESSMENT EQUALIZATION BOARD:

o J.B. Laidlaw o Dr. E.J. Hanson o R.L. Cross

During the year 1963 the Assessment Equalization Board established equalized assessments in respect to all municipalities in the Province. On behalf of secretary-treasurers the Board continued the function of apportioning the equalized assessment of each municipality amongst the several school districts and divisions and hospital districts to which the municipality concerned might be required to provide such information.



Equalized assessment, as determined by this Board, represents the total assessment of a municipality adjusted to a degree required to reflect assessments of that municipality on a common basis with those of all other municipalities in the Province.

The program of sales analysis has been expanded to the extent that all assessors now receive a copy of every transfer of title in the Province other than estate and family transfers. This information has facilitated the assessor in establishing benchmarks for land values as well as property values in general.

It continues to be the objective of the Board to improve the procedures employed in the equalization of assessments in order to ensure the greatest amount of equity throughout all municipalities in the Province.

o R.L. Cross, Secretary-Member (To Page 8)



## A FEW POINTS ABOUT MUNICIPAL PROGRESS

(From Page 5)

why such a high percentage of our educational costs should come from property.

But let's have a look at facts and see how high that percentage really is. Fifty-seven and a half millions of dollars last year came from property. Nearly one hundred millions did not come from property but from other government sources. Income tax, sales tax, excise tax on the consumption of certain goods and services would be more logical, said Mr. Dean. Well, so far we haven't found it necessary to do those things, but if we keep on running into higher and higher costs then perhaps we are going to have to. We know at this moment, and we are proud of the fact, that in this Province we don't have to institute more taxes.

As for school expenses, Mr. Dean urged careful consideration of the relationship between lavish equipment and educational quality. These are not synonymous. In other words, better education and more costs for school buildings don't mean the same thing at all. He goes on to talk about the lavish expenditures on some of our school buildings. I am convinced that that is true in many cases.

### CHANGES in EDUCATION

Back in the days when I taught school, as most of you know, things were vastly different than they are today. Joining the Teachers' union was optional, teachers' salaries pitifully low, teachers could be fired for practically nothing, such as keeping company with the wrong girl in the neighborhood, or boarding on the wrong side of the road. I wonder how teachers today would react if they were told, for instance, to teach all the subjects in Grades 9, 10 and 11 for \$2,000 a year. I enjoyed that job and had good results in connection with it, but I don't want to see such conditions return.

When I became an M.L.A., coming right out of school, knowing what teachers' problems were, I worked my level best along with 14 other teachers, to make conditions much better for teachers than they were. I wanted to see a strong and sound profession, I wanted to see more training for teachers, I wanted to see more security for teachers, I wanted to see better salaries and so on. We have all of those things now. Now if teachers want to retain that type of support then they should use their strength but not abuse their strength.

### COSTS of EDUCATION

Let's have a look at educational costs. In 1920 it cost \$58 to educate a boy or girl; in 1940 it cost \$60; in 1950 it cost \$166; and in 1960 it cost \$348.24. Now I know the value of the dollar has changed but that's an awful lot of increase just the same, and far exceeds dollar devaluation. Some say "Why doesn't the government go ahead and increase school grants far beyond what they have been doing?" In 1950 the total school grant was 8 million four hundred thousand. In 1960 it had jumped to 46 million seven hundred thousand, and during those 10 years there were 261 million dollars paid in operational school grants alone, with capital grants equally 75 millions during the same 10 years. During 1960 along the total amount of operational grants exceeded all the grants paid in the province from 1905 to 1948. What more do we want? I don't know whether you know it or not, but grants today for education, health and welfare and municipal roads are such that the total is equal to the provincial budget just six years ago - the whole provincial budget. How much further can we go?

### ALBERTA'S FINANCIAL POSITION

We are all glad to see, I know, the headlines in the press the other day "Province in the black thanks to the oil flow". We are blessed, of course, in our Province. This article goes on to show us what a fine financial position we are in as a province. There is no other place in the Dominion so blessed, and certainly the Federal government isn't in that category. Nevertheless it doesn't mean that because we are still receiving good revenue from our natural resources we should be devising new ways and means to get rid of it. The time comes when those revenues are bound to taper off.

#### "TWO HEAD TOGETHER"

Implications of the caption above (used last month under a splendid picture of President Mickey McKay and Past President Charlie Hays) could be fairly alarming . . . pointing, on the one hand, to an imminent collision; or on the other, to the two gentlemen taking off in concert for an unspecified destination.

We are glad that neither of these alternatives is true. It seems our typewriters got away on us again and carelessly dropped an "s". Such things really happen. We can prove it!

## COUNSELLOR INDEX FOR 1963

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## SECRETARY'S CALENDAR

FOR FEBRUARY



### Municipal District Act

5th - Within 5 days after the end of each month the secretary-treasurer shall prepare a statement of monies received and their disposition, submit to council at next meeting and enter copy in minutes. Sec. 61(1)(v).

Jan. 3 - Council shall appoint an assessor at its first meeting or as soon thereafter as is practicable. Sec. 64(1).

Jan. 3 - Council shall appoint an auditor at its first meeting or within two months thereafter. Sec. 66(1).

Feb. 1 - Auditor's Financial Statement shall be prepared on or before this date. Sec. 68(1).

Feb. 10 - On or before this date the Secretary-treasurer shall mail a copy of the Auditor's Statement to every person whose name appears on the Assessment roll. Sec. 68(6).

Feb. 10 - On each Auditor's Statement the secretary-treasurer shall have printed a notice in Form 1 in Schedule A regarding the Annual meeting. Sec. 68(7), 96(6).

Feb. 15 - Annual meeting to be held on this day. Sec. 96(6), 102.

Feb. 29 - Auditor shall send notice of arrears to ratepayers. Sec. 67(r).

### Town and Village Act

Feb. 1 - Auditor's Financial Statement shall be prepared on or before this date. Sec. 76(1).

15th - Secretary-treasurer shall prepare a statement of monies received and their disposition, submit to council at next meeting and enter a copy in the minutes. Sec. 67(r).

Feb. 17 - Secretary-treasurer shall publish synopsis of Auditors report. Sec. 76(5).

Feb. 24 - Annual meeting of electors. Sec. 125(1). Submission of reports. Sec. 126(1).

Feb. 29 - Auditor to send notice of arrears to ratepayers. Sec. 74(5).

### Assessment Act, 1960

Feb. 1 - All assessment appeals to be received within 30 days of the mailing of assessment slips. Sec. 37.

Court of Revision to be appointed if necessary and date fixed for sitting. Sec. 32 and 35.

Completion of duties of the Court of Revision within 90 days after January 1st. Sec. 43.

Certify assessment roll complete upon closing of sittings of court of revision or upon expiry of time for complaining. Sec. 46.



OFFICIALS REVIEW PAST YEAR  
(From Page 6)

ASSESSMENT BRANCH:

The year 1963 was another banner year of activity for the Assessment Branch. Urban assessment work continued at a strong pace in numerous municipalities with a substantial increase in the rural assessment program. As well as completing general assessments in one municipal district and one county, initial steps on general assessments in two more counties were taken. The Branch is also assisting five rural assessors with the reassessment of their hamlet properties.



Pipe line, electric power and Alberta Government Telephone property assessments for which the Branch is responsible were completed, and assessment notices were mailed to all those concerned.

Assessment service requests are continuing to come in from both urban and rural municipalities and the Branch is endeavoring to supply qualified personnel to meet this demand. In addition assessment assignments for 1964 have been accepted by the Branch for Canada's far north, including the Improvement District of Fort Smith, the Municipal District of Yellowknife and the City of Whitehorse.

We all hope Santa Claus's toy factory will be well covered with snow so that it will escape the assessor's ever probing eyes.

o D.E. Mills, Chief Provincial Assessor

SPECIAL AREAS BOARD:

o C.W. Edwards                      o G.C. Grover                      o A.R. Duff

A new appointment was made to the Special Areas Board in 1963, in the person of A.R. Duff, Secretary-Member, following the untimely death of Stanley Cherkas. The staff was increased by the appointment of a Grazing Appraiser for the Special Areas. This appointment together with that of a permanent assessor, has proved of great benefit to the Special Areas.

Generally throughout the Areas crop conditions were very good, although as in the past some districts suffered from drought and hail damage. At the present time grass conditions are considered excellent, but a good spring runoff will be required to provide sufficient water for the southern pastures.



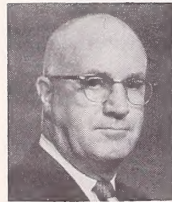
In 1963 the Special Areas Board, with the assistance of the Agricultural Service Board, increased the regrassing program both on private leases and community pastures, distributing some 20 ton of grass seed. The Farm Purchase Committee had a busy year, with the total of approved loans exceeding one hundred thousand dollars.

Increased road grants enabled the Board to carry out an enlarged program of road construction with emphasis this past year being placed on gravelling.

o C.W. Edwards, Chairman

FIELD SERVICE BRANCH:

During 1963 general assessments were carried out in I.D.'s Nos. 139, 10 and 97, with a good start made on generals in I.D.'s 107, 108 and 946. Courts of Revision were held for both annual and general assessments with the two National Parks being among the major areas.



Farm Purchase Credit Act activity continued at approximately the same level as in 1962. The licensing inspectors report a moderate increase in equipment licensing and mobile homes revenue.

No new Advisory Committees were formed in 1963, but the nineteen in existence continued to function smoothly and the Ratepayers' meetings were well attended.

Activity of Agricultural Service Boards remained at the same level with interest in forming a new board being shown in I.D. No. 131.

The Government's program with respect to Recreational Facilities Grants and Municipal Parks Grants is well on its way to completion in the improvement districts, although a goodly number of improvement districts have not as yet made use of the Municipal Parks Grants available.

Industrial development in the improvement districts continues to show a healthy increase, and work of that section has increased very considerably.

As intimated in 1962, the Field Service Branch was concerned during the past year with Development Control and we are now receiving our baptism of fire at High Level; nonetheless, things appear to be going favorably.

The usual Branch business of annual assessments, hamlet services, tax collections and appraisals for various departments of Government

continued at much the same level and members of the staff continued to serve on Health Unit Boards, Planning Commissions, Service Boards, Interim Development Boards, etc. We look forward with anticipation to an equally busy, or busier year in 1964.

o A.R. Isbister, Director of Field Service

ALBERTA ASSESSMENT APPEAL BOARD:

o E.F. Breach                      o K.A. Luke                      o K.J. Spread

After hearing appeals in respect of some 1,150 items of property the Board has completed another year of service to the ratepayers of Alberta. Our work has brought us in contact with the municipal officials of over one hundred municipalities, and, as always, their co-operation and efficiency has contributed in no small measure to the successful operation of the Board.



It seems that every year the problems connected with property assessments become more complex, and with a constantly increasing demand for more money to meet the cost of providing public services, the task of the assessor becomes of greater importance in local government. To those responsible for carrying out assessment work in this province the Board extends its congratulations for a job that is being well done.

With almost all urban assessments now based on the 1959 Assessment Manual, the emphasis in 1964 will be in the reassessment of farm lands and the Board is preparing now to deal with appeals in rural municipalities.

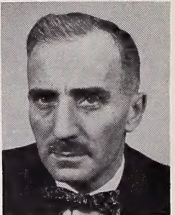
To one and all a very Happy New Year, with fair and equitable assessments and no appeals!

o E.F. Breach, Chairman

TAX RECOVERY BRANCH:

As we predicted last year, 1963 was another busy year for the Tax Recovery Branch.

The sale of Tax Recovery lands showed a marked increase throughout the Province as evidenced by the fact that sales in improvement districts alone showed over a fifty per cent increase from the previous year. Tax collections were generally good throughout the Province.



In 1963 Public Reserves in improvement districts and Special Areas came under the supervision of this Branch which will involve a considerable amount of work for the Branch this year.

In the Special Area Division, collection of crop shares, rentals and taxes both arrears and current have been exceptional. The demand for Rights of Entry and Agreements for pipeline Right-of-Way remained steady.

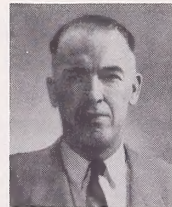
To us, 1964 will bring to Albertans another busy and prosperous year and at this moment we cannot think of any reason why one should not be optimistic.

o K.C. Switzer, Director of Tax Recovery

MUNICIPAL INSPECTION BRANCH:

1963 was a much more successful year insofar as inspection work was concerned as the inspectors were able to visit and inspect each and every one of the 297 municipalities in the Province.

Members of this branch continued to act on the board of administration of the new towns of Lodgepole, Swan Hills and Whitecourt which necessitated attendance at board meetings at least once a month.



The volume of work under the Winter Works program continued at a high level with some 930 applications processed for the 1962-63 season as compared to 920 in 1961-62 and 800 in 1960-61. This program may now be levelling off as only 535 applications have been received to date for the 1963-64 season.

Four new villages, - Paradise Valley, Linden, Longview and Torrington - start the new year as self-governing units. The Town of Montgomery was amalgamated with the City of Calgary in August reducing the number of towns to 90.

Three new counties, Vermilion River, Leduc and Lethbridge, were organized as at January 1st, 1964, which brought the total to twenty-six counties and reduced the number of municipal districts to twenty-two.

As the population of the Province continues to increase, the number of incorporated municipalities can also be expected to grow bringing forth more administrative problems which we trust can be satisfactorily resolved, with the co-operation of the councils and secretaries, as those that have arisen in the past.

o Bruce Ramsay, Chief Municipal Inspector